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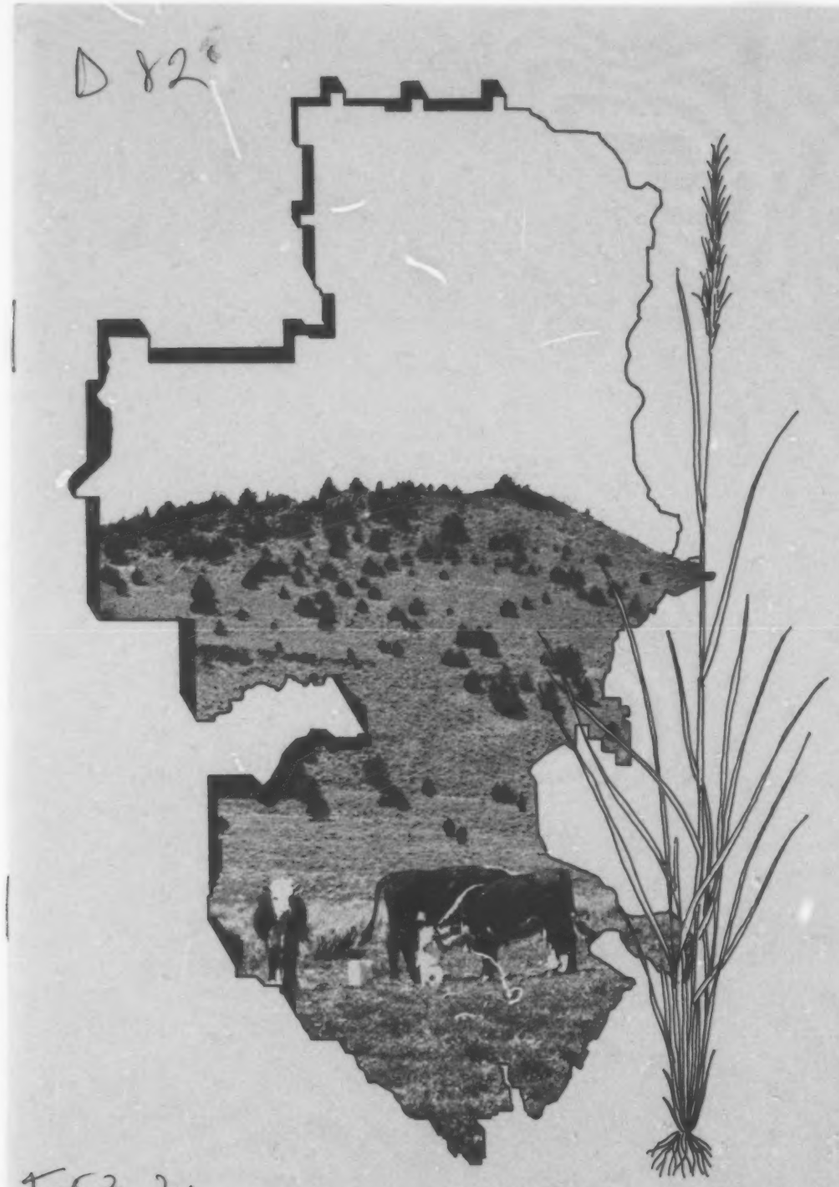

# Drewsey Rangeland Management Program

## BURNS DISTRICT

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# Drewsey Rangeland Management Program

U.S. DEPARTMENT OF THE INTERIOR
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BURNS DISTRICT

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MARCH 1980

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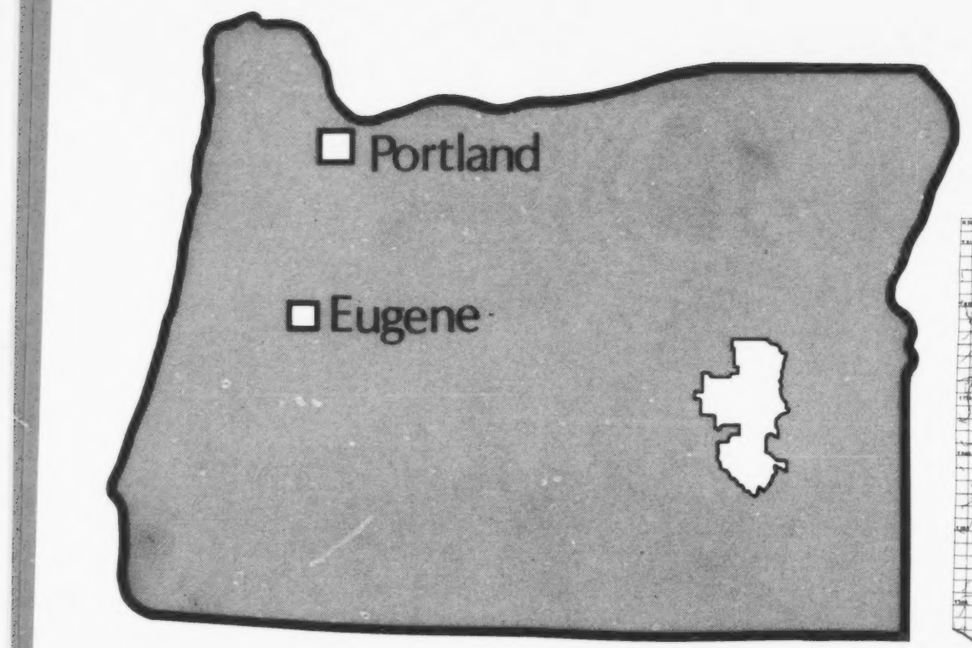
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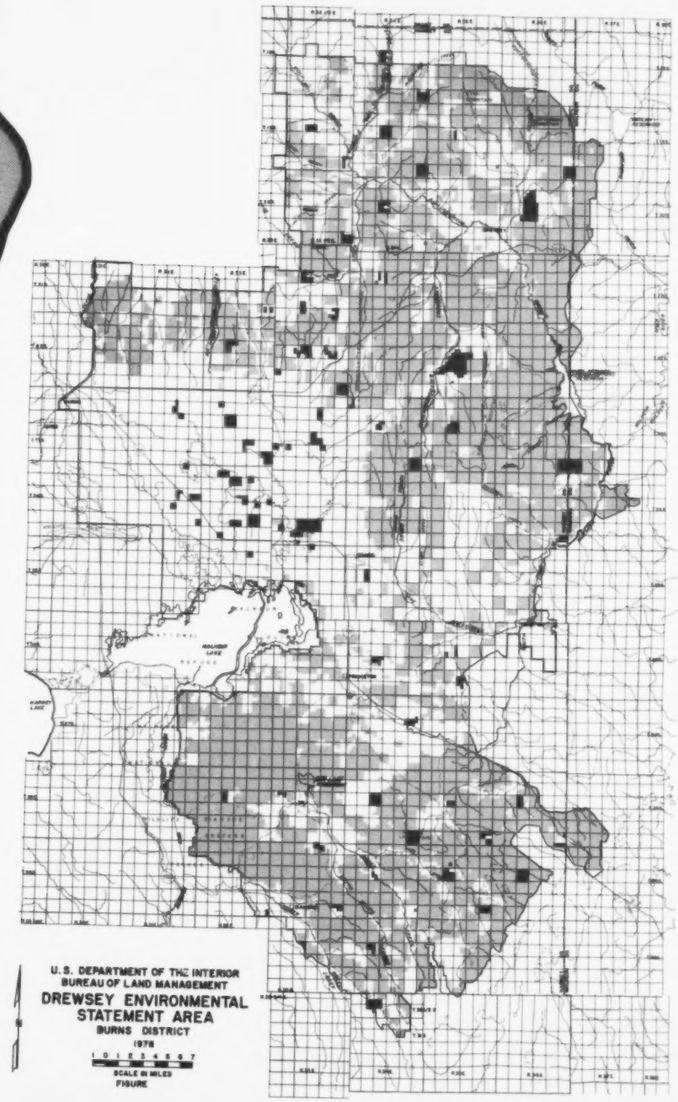
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DREWSEY ENVIRONMENTAL
STATEMENT AREA
BURNS DISTRICT
1978
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SCALE IN MILES
FIGURE

## Background

The Rangeland Management Program adopted in November 1979 for the Drewsey Resource Area is a result of the recently completed land use plan and environmental impact statement (EIS). Data in the final environmental statement was made available to the Environmental Protection Agency and the public in September 1979. The Drewsey EIS was the first livestock grazing EIS completed in Oregon. It was prepared in compliance with the Bureau of Land Management (BLM) — Natural Resources Defense Council (NRDC) agreement dated April 11, 1975. The base year for EIS analysis was 1976. The collection of inventory data completed in 1976 and a management framework plan (MFP) completed in 1977 were the basis for analyses. The Drewsey EIS analyzed six alternatives to the proposed action.

Following analysis of the 1976 base year data for the Drewsey EIS, one major change occurred. In 1977 a major drought in southeastern Oregon initiated an emergency drought appropriation. A portion of these funds was used to develop water in the Drewsey EIS area. A total of 39 miles of pipeline and one well were installed to provide livestock water in crested wheatgrass areas where water was not previously available. As a result of this action a total of 4,550 AUMs of additional livestock forage was made available. This increased the 67,906 AUMs of forage initially allocated to livestock in the proposed action to 72,456 AUMs available in 1979. The additional AUMs available will increase the allocation of forage for livestock in the proposed action and all alternatives except No. 1. Because the additional AUMs were not available at the time the EIS was prepared, an environmental analysis will be completed for those Allotment Management Plans (AMPs) where the additional forage is utilized. The additional forage will change the amount of reduction presently called for in some allotments in the proposal.

Since completion of the EIS the contents of the statement and the public input expressed throughout the process have been analyzed. As a result of this analysis, the management program described in the program section of this report was adopted.

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## History

Harney County, in which the Drewsey Resource Area is located, is the largest county in Oregon. The character of the county has been, and still is, strongly influenced by the livestock industry.

Livestock grazing has occurred in the area since the late 1880's when the Harney Basin was settled. Use by sheep, cattle, and horses was quite severe where water was available. The range deteriorated rapidly from heavy grazing, and soil erosion increased.

Following the enactment of the Taylor Grazing Act in 1934, some grazing management was implemented. Numbers of livestock were reduced and grazing seasons were established. Specific allocations of public rangeland were made to local livestock operators who owned or controlled base property; i.e., those lands in a ranching operation which are owned or under long-term control of the operator and have the capability to sustain a specific number of livestock for a set time period when they are not grazing on public lands.

While the Taylor Grazing Act did bring about some stability to ranching operations with Federal grazing permits, it did little to solve the over-grazing problem on the Federal rangeland. Abandoned and wild horses, trespass livestock and authorized livestock grazing continued to cause over-grazing and erosion problems.

## Existing Situation

Since 1967, there has been some observable improvement of rangeland conditions. This has been due in part to the implementation of improved livestock grazing systems on most allotments. An allotment is an area designated for the use of a prescribed number and kind of livestock under one plan of management. Livestock grazing systems on a portion of the allotments have been in effect since 1975, with some as early as 1967. In the last few years, wild horse population control, reduced livestock numbers due to drought, voluntary non-use, drought relief programs, trespass control, and rangeland improvements have resulted in significant improvement of the vegetative resource. A number of allotment management plans are ready for implementation and a number of crested wheatgrass seedings are available for use to provide needed forage to alleviate management problems in other allotments.

The purpose of this document is to summarize management guidelines for livestock grazing. Planning decisions for wildlife and wild horse management are also addressed.

# The Drewsey Rangeland Management Program

The success of the Rangeland Management Program will depend upon the proper application and implementation of the three following guideline documents:

- The management framework plan (MFP) which provides direction for multiple use decisions.
- Allotment management plans (AMPs) which control livestock in a manner to achieve MFP objectives for all affected resources. Timely implementation of AMPs is necessary to prevent resource damage, and allow other resource goals to be accomplished.
- The Drewsey Grazing Environmental Statement which analyzed the impacts of actions proposed in the AMPs.

The above three guideline documents provide direction and define limits. However, the rangeland management program deals with a resource where the annual productivity may be highly variable due to climatic influence. This variability will necessitate application of rangeland management techniques and administrative skills to keep actual conditions and long-range objectives in perspective.

# What It Is

BLM proposes to continue livestock grazing management on 678,469 acres of public land in the Drewsey area of the Burns District. The program provides for implementing 68 AMPs on 81 allotments covering 636,444 acres of public land. Less intensive management is proposed for 43 additional allotments covering 18,553 acres. One thousand six hundred and eighty acres will continue to serve as a stock driveway, and 21,792 acres will have no livestock grazing.

The current forage capacity of the E!S area is 79,167 animal unit months (AUMs) of competitive forage. Of these AUMs, 1,945 will be allocated to wildlife, 3,360 to wild horses and 5,956 for watershed protection. Proposed authorized livestock use is 67,906 AUMs. The authorized stocking rate will not exceed the available grazing capacity in any allotment. The current forage capacity (79,167 AUMs) is that portion of the total vegetation that can be removed annually by grazing animals without causing damage to the grazed plants. This consists of approximately 30 percent of the total vegetation in the Drewsey EIS area. The remaining 70 percent of the total production is considered non-competitive vegetation that is not allocated and available for watershed and wildlife habitat purposes.

Early grazing will be implemented on 25,728 acres, continuous grazing on 51,664 acres, deferred grazing on 95,170 acres, rotation grazing on 58,167 acres, deferred rotation on 256,236 acres, and rest rotation grazing on 149,479 acres.

Rangeland improvements to be installed include 213 reservoirs, 109 springs, three wells, six miles of pipeline, 63.6 miles of fence and 20 cattleguards. Planned vegetative manipulations include burning 13,165 acres (6,206 acres dominated by annuals and 7,559 acres dominated by big sagebrush); spraying herbicide on 8,758 acres of big sagebrush; and seeding these treated acres as well as an additional 10,859 untreated acres. A total of 32,782 acres will be seeded. These actions will be implemented over a period of five years.

In order to fully accomplish the multiple use management program objectives it will be necessary to synchronize the program with other resource management actions:

1. Wild horse numbers will have to be controlled in certain allotments to coordinate grazing allocations as specified in Wild Horse Habitat Management Plans (WHMPs). Wild horse plans have been prepared for all wild horse management areas. The plans are integrated with the AMPs in the wild horse management areas and have a high priority for implementation. All wild horses are to be removed from the River Allotment #5530 (Middle Fork of the Malheur Wildhorse Management Area) because they are causing resource damage to non-Federal and Public lands along the Middle Fork of the Malheur River.

This is in response to Oregon Fish and Wildlife concerns about damage to their land, public as well as governmental concerns about the enhancement of riparian habitat and management conflicts between wild horses, wildlife and vegetation. Damage has been documented by OF&W and BLM personnel despite wild horse numbers being below the lowest allowable management levels and no livestock use.

2. Watershed protection projects are needed to correct severe erosion problems in the Coalmine Creek and Drinkwater Basin. At this time it is not known what specific projects will be required, however grazing use will be integrated with these projects as may be determined necessary.

3. Several wildlife projects will be implemented as a result of the MFP and AMP. Dry Lake and portions of several perennial streams consisting of 9.7 miles and 15 reservoirs will be fenced to exclude livestock early in the implementation schedule.

Mitigation measures will be followed in the construction of the rangeland improvements in order to protect resource values and reduce adverse impacts caused by construction. The mitigation measures proposed in Chapter I and described in Section 1.222 of the Drewsey EIS will be adopted and implemented.

The planned action is consistent with national goals to manage grazing animals in a manner that will achieve multiple use objectives which have been identified through the multiple use planning process and which can be achieved by applying sound rangeland management techniques. These objectives include improvement in resource conditions and enhancement of environmental values. The planned action is rated high from an environmental standpoint.

# What It Does

The objective of the program is to manage the vegetation resource which provides the foundation for wildlife habitat, livestock and wild horse forage, soil protection, and recreation. The program is expected to meet this general objective by increasing the total annual vegetative production available for all purposes from 79,167 AUMs to 101,773 AUMs within ten years after complete implementation.

The allocation of forage, establishment of realistic livestock grazing systems, and the installation of essential rangeland improvements will increase desirable vegetation in most plant communities over the long term. Rangeland conditions should improve from a fair to a good condition class on 19 percent of the area. There will be no change in range condition on the remaining area. However, persistent and residual ground cover will increase. Soil erosion will be reduced. For the total area, runoff will decrease slightly and long-term sediment yield will decrease by 20 percent. There will be negligible long-term impact on ground and surface water. Coliform contamination of streams by livestock will decrease slightly.

The annual reproduction of waterfowl will increase from 400 birds to 1,250 birds. Forage for big game animals will increase on 270,000 acres and decrease on 30,000 acres. Fish habitat will improve on 22 miles of streams and remain poor on ten miles. Hunter days are expected to increase. Overall adverse impacts to visual resources and wilderness values are considered to be minimal. There will be short-term adverse environmental impacts for one to two years resulting from seedbed preparation treatments for crested wheatgrass seedings, reservoir construction, spring development, and other rangeland development projects. Over the long term there will be increases in vegetative ground cover and improved rangeland conditions.

Initially, 34 livestock operators will be authorized fewer animal unit months for livestock grazing. Livestock use will remain the same for the remaining 50 operators except for one operator who will receive a slight increase in grazing use. A number of the operators who receive reductions will be significantly affected in the short term. In the long term most will recover or exceed their initial stocking level of AUMs authorized by the program.

# The Alternatives

The Drewsey EIS analyzed the proposed action, which subsequently was adopted, and six alternatives that were later rejected.

## Alternative No. 1 — Eliminate Livestock Grazing

This alternative would eliminate all authorized livestock grazing from public lands in the EIS area. Domestic livestock trailing permits would continue to be issued when necessary to allow livestock movement to or from private, state and National forest lands. Forage allocated to wildlife (1,945 AUMs) and wild horses (3,360 AUMs) would be maintained at the same level as the proposed action. All vegetation remaining (73,862 AUMs) after consumptive uses have been satisfied would be available for watershed protection or other nonconsumptive uses. Timber, wildlife, minerals, soil, water, lands and recreation resources would otherwise be managed in accordance with the Drewsey MFP planning decisions. Fencing to restrict livestock use would not be constructed by BLM in this alternative, however continued rangeland supervision will be necessary to assure that livestock owners adhere to the conditions of trailing permits and that trespass does not occur. The elimination of livestock grazing on public lands would require an undetermined amount of fencing of private and state lands by private landowners.

This alternative calls for the lowest level of forage use by livestock. Because of this there would be more vegetative ground cover and overall improved environmental conditions. This would result in less water runoff, soil and streambank erosion, less coliform contamination and improved water quality. It would also result in improved wilderness and visual resource values. This alternative is the most preferred environmentally.

Removal of livestock is not consistent with present Bureau policy to provide forage to help meet the needs of the Nation and help stabilize the economy of the livestock industry, individual users and dependent communities.

The economic viability of Harney County is closely linked to the cattle-raising industry and local businesses are dependent to a large extent on the existence of the ranching industry. The community is both economically and socially aligned with the ranching environment. Therefore this alternative would have serious economic impacts on local income and employment. Removal of livestock is not consistent with National goals to manage grazing animals in a manner that will achieve multiple use objectives which have been identified in the multiple use planning process, and which can be achieved by applying sound rangeland management techniques.

This alternative was not selected because it would cause severe adverse economic impacts to the local community, is not consistent with National goals and Bureau policy, and would not provide for multiple use of the public lands.

## Alternative No. 2 — Protect Soils Derived from Sedimentary Materials and Optimize the Wild Horse Population

In this alternative, livestock would be removed from any allotment or pasture where soils derived from sedimentary materials occupy more than 50 percent of the public land acres and from any wild horse herd management area.

This alternative provides for a significantly lower level of livestock grazing use, more protection of soils derived from sedimentary materials and a higher level of wild horse use than the existing situation. Domestic livestock use would decrease from 67,906 AUMs in the proposed action to 36,638 AUMs. Wild horse forage would increase from 3,690 to 26,585 AUMs.

Implementing this alternative would require eliminating livestock grazing use on all or parts of 39 allotments. Range management improvements identified for the 39 allotments would not be constructed. Fences needed to restrict livestock use would be a part of this alternative. On allotments with wild horses, vegetation, ground cover, rangeland conditions, soil erosion and water quality would remain about the same as present. On allotments not affected by soils derived from sedimentary materials or wild horses, there would be moderate increases in vegetation density, ground cover, improved rangeland conditions, reduction of soil erosion, decreased runoff and sediment yield.

This alternative is moderately preferred environmentally. However it would require a significant reservation of available vegetation for uses other than livestock grazing. For areas where livestock would be eliminated, this alternative would have the same adverse economic impacts and inconsistencies with Bureau policy and National goals as Alternative No. 1.

This alternative was not selected because it would cause similar adverse economic impacts as Alternative No. 1 and would not provide for multiple use of all the public lands.

## Alternative No. 3 — Adjust Livestock Grazing Use

In this alternative, livestock grazing would be managed using present methods and no new rangeland improvements or grazing systems would be completed. Forage allocation of 67,906 AUMs to livestock, 1,945 AUMs to wildlife, 3,360 AUMs to wild horses and 5,956 AUMs for watershed protection would be the same as the proposed action. The 28 existing AMPs and all existing rangeland improvements would continue to be maintained or revised as needed. Livestock use adjustments to implement this alternative would be accomplished when needed. Existing grazing systems would continue unchanged on all allotments. This alternative would increase desirable vegetation, ground cover, rangeland conditions and protection from soil erosion slightly. Serious streambank erosion would continue at the present rate on 22 miles of stream and be partially stabilized on 14 miles. There would be no significant change in water runoff or coliform contamination. There would be less degradation to visual resources and no significant changes in wilderness values. This alternative is rated very low environmentally.

This alternative was not selected because of its low environmental preferability and it would not result in total long-term forage production above the present level.

## Alternative No. 4 — Implement Only Cost-effective AMPs

This alternative provides for implementing only cost-effective AMPs. Only 47 AMPs would be implemented. On these 47 allotments, rangeland condition would improve and soil erosion would decrease. Fences needed for controlling use would be constructed.

The 21 AMPs where benefits were less than cost would continue to be managed the same as they are at present. New rangeland improvements identified for these 21 allotments would not be constructed.

Under this alternative, initial forage allocation of 67,906 AUMs for livestock, 1,945 AUMs for wildlife, 3,360 for wild horses, and 5,956 AUMs for watershed protection would be the same as the planned action. Forage allocation of 67,906 AUMs for livestock use would be 8,442 AUMs less than the present situation.

Benefits that could not be measured economically were not considered in the benefit-cost analysis. Although investments with benefit-cost ratios of less than one should only be undertaken where there are significant other benefits, it is not feasible at present to accurately evaluate in economic terms important watershed, wildlife and other benefits of rangeland investments. In the above 21 allotments there are significant unquantifiable benefits for protection of the rangeland environment which are more important than economic efficiency.

The alternative is below average environmentally and would result in 10,660 AUMs less projected forage allocation to livestock than the planned action.

This alternative was not selected because in the 21 allotments where benefits were less than cost there are significant unquantifiable watershed, wildlife, and other benefits that are more important than economic efficiency.

## Alternative No. 5 — Optimize Allocation of Forage to Livestock

This alternative would provide for both a lower initial and a higher long term level of livestock use than the existing situation. This increased use would be achieved by implementing the planned action with the exception that no forage allocation would be made to wildlife, visual/primitive values, and only 360 AUMs would be allocated to wild horses and 5,706 AUMs for watershed protection. The six wild horse herds would be reduced to one herd with a maximum population of 30 animals. Under this alternative 176,948 acres of sagebrush control would be accomplished by spraying with herbicide or by brush beating. These treatments would increase forage production. It is expected that most sagebrush control would be accomplished with herbicides since rocky terrain makes the use of brush beating machinery impractical. In addition 7,559 acres of big sagebrush would be burned plus an additional 6,206 acres of cheatgrass. Crested wheatgrass would be seeded on 10,859 acres.

Implementing this alternative would initially provide 73,101 AUMs of livestock forage, 5,195 AUMs above the proposed action and 3,247 AUMs less than the existing situation.

In the long term, this alternative would provide 107,536 AUMs of livestock forage, 31,188 AUMs more than the existing situation. This alternative would increase both livestock and total forage production. There would be short term adverse environmental impacts for one to two years resulting from the treatment program. However, over the long term, there would be major increases in vegetation density, ground cover, and improved rangeland condition. Runoff, soil erosion and sediment production would decrease. Adverse impacts to visual resources from sagebrush control would be significant. Considerable visual contrasts would also be expected.

This alternative is slightly below average environmentally and would result in 11,829 AUMs more total forage production and 23,439 AUMs more projected forage allocation to livestock than the planned action.

This alternative was not selected because it would require higher expenditures and would more adversely affect mule deer, sage grouse, and other non-game wildlife species than the proposed action.

## Alternative No. 6 — Continuation of the Present Situation

This alternative is a continuation of the present practices. There would be no change from present management conditions. Grazing licenses would continue to be issued at present levels. The initial forage allocation for livestock would be 76,348 AUMs. No additional AMP implementation or rangeland improvement projects would be undertaken during the next 15 years. Fences needed for control of livestock would not be constructed. Wild horse numbers would be maintained at a maximum population of 330 head by periodic control programs on five herd management areas. In the present situation, no specific forage allocation is made for wildlife, watershed protection, or wild horse needs.

This alternative is the least preferred environmentally. Under this alternative destructive grazing use would occur on 40 allotments (316,000 acres). On these allotments, vegetation would decrease resulting in a slight decrease in vegetative ground cover and rangeland condition.

On the 83 allotments properly stocked with grazing systems other than continuous, vegetation, ground cover, and rangeland conditions would increase slightly. These would remain about the same on allotments under continuous grazing. Sediment yield would remain the same or decrease slightly. For the total area, vegetation, ground cover, and rangeland conditions would increase slightly. Soil erosion would increase slightly. Coliform water contamination would remain about the same as the present situation. Riparian vegetation would remain in poor condition on all allotments except those with rest rotation grazing systems. It would improve on allotments with rest rotation grazing systems. Vegetation contrasts would occur causing changes in color, texture and pattern. Impacts to wilderness values would be the same as the proposed action.

This alternative was not selected because it was the least preferred environmentally and it would result in less projected available forage than presently exists.

## Public Involvement

Throughout the planning process, including inventory, various groups and individuals either formally or informally expressed their opinions and ideas to assist in the development of resource guidelines.

Individual ranchers were consulted about their allotments relative to the contents of AMPs and other resource problems. These consultations involved at least one formal meeting and numerous incidental contacts over several years.

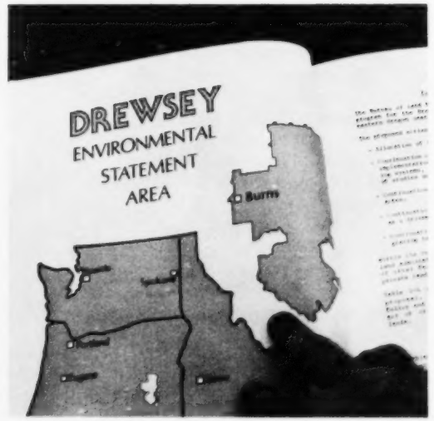
Cooperating agencies such as the Forest Service, Soil Conservation Service, U.S. Fish and Wildlife Service, and Oregon Department of Fish and Wildlife provided information, recommendations, and integrated plans when applicable.

Formal meetings and hearings were held on the MFP and the EIS, in Portland and Burns.

Some of the issues that generated the most interest are:

1. Allocation of vegetation for watershed protection.
2. Concern that range improvement projects would adversely affect wildlife in general and at the Malheur National Wildlife Refuge in particular.
3. Excessive allocation of forage for livestock.
4. Increased damage to private lands as a result of planned increases in big game.
5. Additional reduction in grazing privileges.
6. Damage to riparian habitat by cattle and wild horses.
7. Need for increased reduction in wild horse numbers.
8. Proposed rangeland improvement projects, particularly spraying and seeding, were not extensive enough.
9. Burning as a tool for seedbed preparation.

Most of these issues have pro and con advocates from one or more special interest groups. The MFP addressed many of these issues and challenged management to develop solutions to resolve conflicting issues.



# Implementation

The proposed action will be implemented over a period of five years. Generally steps to initiate the program are:

- Begin rangeland improvement projects by design, layout, and job schedule. Most of the field work and prelimianry contract preparation will be completed by the spring of 1980.
- Issue decisions after consultation with range users that will (1) specify initial levels of grazing use as proposed in the MFP and (2) finalize all AMPs.
- Implement grazing systems as soon as rangeland improvement projects are completed and operational. Most of the allotments have grazing systems in operation; however, those that do not, require completion of brush control, seeding, fencing, and/or water development projects prior to implementation. These projects have been scheduled early in the sequence (1980) to accelerate the program.
- Begin the studies to evaluate progress and recommend changes. Study projects and plots will be established in the spring of 1980 and evaluated regularly thereafter.
- Coordinate rangeland management program with other resource improvement efforts.
- Continue or modify levels of grazing, grazing systems, rangeland improvement projects and other management actions in response to study data and resource needs.

All AMPs will include the following:

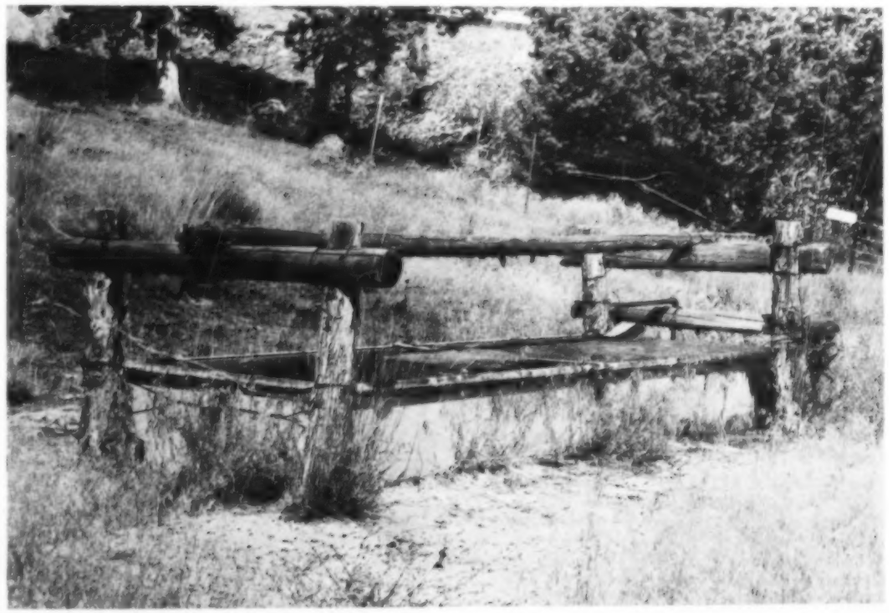
- Objectives of the Plan.
- Authorized allocation of livestock forage both initially and potentially.
- Grazing system(s) to be followed.
- Projects needed to make the Plan operational.
- Resource monitoring program to measure progress.

Decisions will specify authorized stocking in AUMs, whether temporary or permanent, number of livestock, period of use, and conditions of the AMP to be followed.

# Rangeland Improvements

| | Fiscal Year — Improvement Units | | | | | |
|---|---|---|---|---|---|---|
| **Type of Improvement** | **1980** | **1981** | **1982** | **1983** | **1984** | **Total** |
| Reservoirs (No.) | 34 | 49 | 43 | 87 | — | 213 |
| Springs (No.) | 4 | 16 | 64 | 25 | — | 109 |
| Pipeline (Mi.) | 2 | — | 4 | — | — | 6 |
| Wells (No.) | — | — | 3 | — | — | 3 |
| Fence (Mi.) | 21.2 | 19.0 | 16.2 | 7.2 | — | 63.6 |
| Cattleguards (No.) | 10 | 2 | — | 8 | — | 20 |
| Seeding (Acres) | 12,449 | 12,195 | 8,138 | — | — | 32,782 |
| Brush Control (Acres) | 2,640 | 12,195 | 7,088 | — | — | 21,923 |

While the implementation schedule is a five-year plan, rangeland improvements installed to mitigate the effects of the 1977 drought have accelerated the schedule by one or two years in some categories.



## Grazing Use Adjustment

All livestock adjustments will be implemented by decision. Consultations prior to these actions will determine whether reductions will be spread over a three-year adjustment period or taken all at once.

Because of water developments constructed under the 1977 drought relief program, 4,550 AUMs of previously unused vegetation are available for use in the established crested wheatgrass seedings. A system of priorities will be adopted to allocate this forage fairly among operators facing reductions in authorized use.

Negotiations will be necessary to coordinate voluntary non-use, permanent reductions, transfer of use to areas with excess forage, and schedules for temporary reductions until forage potentials are reached.

## Appropriations

Development of rangeland improvement facilities and grazing management systems will be based on current appropriations and the rate of development will be subject to future appropriations.

Successful implementation and monitoring will be dependent upon securing adequate funding and manpower to accomplish the work outlined.

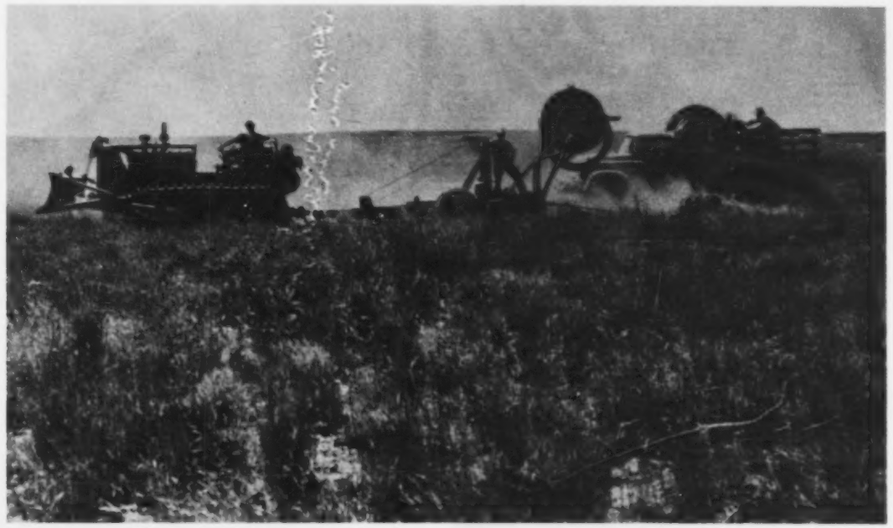
## Resource Monitoring

Resource conditions will be evaluated on a regular basis beginning in 1980. Studies required as a part of the AMPs are:

| | |
|---|---|
| Utilization. | The proportion of current year's forage production that is consumed or destroyed by grazing animals. |
| Condition and Trend. | Condition is the current productivity of the range relative to what it is naturally capable of producing. Trend is the direction of change in rangeland condition. |
| Actual Use. | The actual use made of forage on an area by livestock and/or game animals. |
| Climatic Analysis. | Analysis of the weather conditions of an area over a period of years. |

Others studies will be specifically designed to record changes in:

Riparian habitat
Sage grouse habitat
Big game winter range
Wild horse habitat
Erosion conditions
Water quality



# NATURAL RESOURCE CONSERVATION

As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interests of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.

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